

Message Text

UNCLASSIFIED

PAGE 01 ASUNCI 01451 01 OF 02 161729Z

50

ACTION IO-10

INFO OCT-01 ARA-10 EUR-12 ISO-00 EB-07 AID-05 COME-00

TRSE-00 L-02 H-02 CIAE-00 INR-07 NSAE-00 OMB-01

DIWY-01 PA-02 PRS-01 USIA-15 SIL-01 LAB-04 HEW-06

OES-05 EPA-04 AGR-10 /106 W
----- 040075

R 161645Z APR 75

FM AMEMBASSY ASUNCION

TO SECSTATE WASHDC 4753

INFO USMISSION USUN NEW YORK

USMISSION GENEVA

AMEMBASSY PARIS

AMEMBASSY ROME

AMEMBASSY VIENNA

AMCONSUL MONTREAL

UNCLAS SECTION 1 OF 2 ASUNCION 1451

PARIS FOR UNESCO

ROME FOR FODAG

VIENNA FOR IAEA AND UNIDO

MONTREAL FOR ICAO

E.O. 11652: N/A

TAGS: EAID, UNDP, PA

SUBJECT: CERP 0008 - EVALUATION OF UN ASSISTANCE PROGRAMS

REF: STATE 64907

1. FOLLOWING COMMENTS CORRESPOND TO PARAGRAPHS 5A
THRU 5I OF REFCABLE.

A. ROLE OF UNDP IN UN DEVELOPMENT DYSTEM.

(1) WITH THE INCREASED DELEGATION OF AUTHORITY TO
FIELD OFFICES, THE RES REP HAS RECENTLY BECOME THE SOLE
SOURCE OF AUTHORITY FOR UN EXECUTING AGENCIES TO EXPEND
UNCLASSIFIED

UNCLASSIFIED

PAGE 02 ASUNCI 01451 01 OF 02 161729Z

FUNDS WITHIN THE AGREED BUDGET FOR A PROJECT. THIS

MAKES IT INEVITABLE THAT HE WILL BE ABLE TO EXERCISE LEASERCHIP OF OTHER UN SYSTEM TECHNICAL ASSISTANCE, ALTHOUGH HERETOFORE THIS WAS NOT ALWAYS THE CASE. IBRD AND WHO HAVE BEEN THE EXECUTING AGENCIES MOST RESISTANT TO COORDINATING THROUGH UNDP FIELD OFFICE. RES REP HERE REPORTS THAT IBRD HAS BEEN MORE COOPERATIVE OVER PAST YEAR THAN BEFORE, AND HE SURMISES THIS IS RESULT OF CLOSER RELATIONSHIP BETWEEN THE TWO HEADQUARTERS ELEMENTS. WORLD BANK AND UNDP PRESENTLY HAVE TWO JOINT PROJECTS HERE. WHO PRESENTLY NOT COORDINATING WITH RES REP, ALTHOUGH WHO IS OPERATING FIVE PROJECTS IN PARAGUAY, NONE OF THEM UNDER UNDP AUSPICES. THIS SITUATION MAY IMPROVE SINCE WHO IS PRESENTLY CONSIDERING UNDP ASSISTANCE FOR AN ENVIRONMENTAL SANITATION PROJECT.

(2) UNICEF DOES PARTICIPATE IN UNDP COUNTRY PROGRAMMING EXERCISE AND COORDINATES CLOSELY WITH UNDP. RESIDENT UNICEF PROGRAM OFFICER MAINTAINS HIS OFFICE IN THE UNDP PREMISES.

(3) RES REP'S RELATIONSHIPS WITH HOST COUNTRY ARE VERY GOOD, ESPECIALLY AT THE SUBSTANTIVE PROJECT WORKING LEVEL. THERE ARE PROBLEMS WITH TECHNICAL ASSISTANCE COORDINATION AS EXPLAINED IN PARA B BELOW, BUT THESE ARE NOT THE RESULT OF RES REP'S RELATIONSHIPS.

(4) WE ARE NOT IN A POSITION TO JUDGE RES REP'S RELATIONS WITH HEADQUARTERS OF UN AGENCIES BUT CANNOT SEE ANY REASON WHY THEY WOULD NOT BE GOOD.

B. COORDINATION OF TECHNICAL ASSISTANCE.

(1) RES REP WILLINGLY ACCEPTS ROLE AS COORDINATOR OF EXTERNAL TECHNICAL ASSISTANCE. UNTIL 1974 REGULAR COORDINATING MEETINGS WERE HELD AMONG REPRESENTATIVES OF THE VARIOUS MULTILATERAL AND BILATERAL DONORS, LED BY UNDP. FOR VARIETY OF REASONS, THESE MEETINGS WERE DISCONTINUED LAST YEAR BUT ARE ABOUT TO BE REINITIATED. THERE HAS ALWAYS BEEN GOOD COORDINATION AMONG DONORS AT THE TECHNICAL WORKING LEVEL AND THE UNDP, IDB AND USAID CONTINUED CLOSE COORDINATION AT THE MANAGERIAL LEVEL DESPITE THE DISCONTINUATION OF THE REGULAR MEETINGS. UNDP PUBLISHES AN ANNUAL REPORT ON DEVELOPMENT ASSISTANCE TO PARAGUAY WHICH IS CONSIDERED BY ALL A VERY UNCLASSIFIED

UNCLASSIFIED

PAGE 03 ASUNCI 01451 01 OF 02 161729Z

HELPFUL TOOL IN COORDINATION EFFORTS.

(2) MAJOR PROBLEM IN THIS AREA IS LACK OF EFFECTIVE COORDINATING MECHANISM WITHIN GOP. UNDP HAS STRUGGLED MIGHTILY TO STIMULATE CREATION OF SUCH A MECHANISM BUT THUS FAR TO NO AVAIL. DESPITE PROVISION BY UNDP OF A NUMBER OF TECHNICAL ASSISTANCE PLANNING AND COORDINATING MISSION, GOP HAS STILL FAILED TO DESIGNATE, STAFF AND FUND AN APPROPRIATE COORDINATING

BODY. AS A RESULT, COORDINATION IS LEFT TO THE DONORS.

C. ROLE OF RES REP VIS-A-VIS OTHER UN SYSTEM

ACTIVITIES. ALTHOUGH THE MEMBERS OF THE UN SYSTEM CORRESPOND DIRECTLY WITH THE GOVERNMENT WITH RESPECT TO THEIR REGULAR PROGRAM ACTIVITIES, THE RES REP ALMOST INVARIABLY RECEIVES COPIES OF SUCH CORRESPONDENCE AND IS OFTEN ASKED TO MAKE ANY NECESSARY FOLLOWUP. WHO IS ONLY MAJOR EXCEPTION TO THIS.

D. COUNTRY PROGRAM REVIEWS.

(1) THE LAST ANNUAL REVIEW OF PARAGUAY PROGRAM WAS COMPLETED IN JUNE 1974 BUT RECEIVED CLEARANCE BY GOP JUST LAST DECEMBER. NEXT ANNUAL REVIEW WILL DEAL WITH PREPARATION OF SECOND PROGRAMMING CYCLE COVERING THE PERIOD 1977-1981. PRINCIPAL DIFFICULTIES EXPERIENCED IN REVIEWS HAVE BEEN RESULT OF WEAKNESS OF GOP COORDINATING INFRASTRUCTURE. TECHNICAL PLANNING SECRETARIAT HAS BEEN GOP REPRESENTATIVE AT PAST PROGRAM REVIEWS. UN EXECUTING AGENCIES WERE NOT INVOLVED; NOR WERE OTHER DONORS.

(2) ONE UNDP SOURCE INDICATED THAT ONE LESSON LEARNED FROM THESE REVIEWS IS THE NEED TO OVERPROGRAM. THAT IS, ANNUAL DISBURSEMENT RATE HAS PROVEN TO BE CONSIDERABLY LESS THAN ANTICI

ATED FROM APPROVED COUNTRY PROGRAM ACTIVITIES. THEREFORE, IN ORDER TO RAISE DISBURSEMENTS TO LEVEL PLANNED, LARGER COUNTRY PROGRAM SHOULD BE REQUESTED. WISDOM OF THIS APPROACH IS DUBIOUS, BUT IT IS INTERESTING TO NOTE THAT UNDP FEELS PRESSURE TO ATTAIN PLANNED DISBURSEMENT LEVELS.

E. APPRAISAL OF PROPOSED PROJECTS. UNDP HAS REGULARLY PROVIDED USAID WITH INFORMATION ON PROPOSED PROJECTS AND HAS INVITED USAID COMMENTS THEREON. RECENTLY UNDP HAS SOUGHT REPORTS, DATA, ETC., FROM USAID UNCLASSIFIED

UNCLASSIFIED

PAGE 04 ASUNCI 01451 01 OF 02 161729Z

RELEVANT TO CERTAIN PROPOSED PROJECTS. WORKING LEVEL CONTACTS BETWEEN UNDP AND USAID ARE CLOSE, RESULTING IN INFORMAL USAID REVIEWS OF MANY UN PROPOSALS.

UNCLASSIFIED

NNN

UNCLASSIFIED

PAGE 01 ASUNCI 01451 02 OF 02 161720Z

50

ACTION IO-10

INFO OCT-01 ARA-10 EUR-12 ISO-00 EB-07 AID-05 COME-00

TRSE-00 L-02 H-02 CIAE-00 INR-07 NSAE-00 OMB-01

DIWY-01 PA-02 PRS-01 USIA-15 SIL-01 LAB-04 HEW-06

OES-05 EPA-04 AGR-10 /106 W

----- 039878

R 161645Z APR 75

FM AMEMBASSY ASUNCION

TO SECSTATE WASHDC 4754

INFO USMISSION USUN NEW YORK

USMISSION GENEVA

AMEMBASSY PARIS

AMEMBASSY ROME

AMEMBASSY VIENNA

AMCONSUL MONTREAL

UNCLAS SECTION 2 OF 2 ASUNCION 1451

F. PROJECT IMPLEMENTATION.

(1) PARTICULARLY SUCCESSFUL PROJECTS INCLUDE: (A) FORESTRY PROJECT WHICH RESULTED IN A COMPREHENSIVE INVENTORY OF FORESTRY RESOURCES IN PARAGUAY; (B) NATIONAL INSTITUTE OF STANDARDS AND TECHNOLOGY PROJECT WHICH HAS UPGRADED THIS INSTITUTE SO THAT IT PROVIDES IMPORTANT SERVICES TO INDUSTRY; AND (C) INSTITUTE OF BASIC SCIENCES PROJECT WHICH HAS MARKEDLY IMPROVED THE TEACHING OF SCIENCES AT THE NATIONAL UNIVERSITY.

(2) WE CAN THINK OF NO PROJECTS WHICH ARE PARTICULARLY WEAK FROM THE POINT OF VIEW OF THEIR DESIGN. VIRTUALLY ALL UNDP PROJECTS SUFFER FROM PROBLEMS OF LACK OF GOP FUNDING AND ASSIGNMENT OF COUNTERPART PERSONNEL. THERE IS A TENDENCY TO TRY TO STRENGTHEN WEAK PROJECTS RATHER THAN ELIMINATE THEM. RES REP CANDIDALY REPORTED THAT NO WEAK PROJECTS HAD BEEN ELIMINATED IN UNCLASSIFIED

UNCLASSIFIED

PAGE 02 ASUNCI 01451 02 OF 02 161720Z

THE PAST DUE TO UNDERSTANDABLE FEAR OF OFFENDING COUNTERPARTS. PROJECT REVIEWS HAVE OFTEN RESULTED IN FRANK STATEMENTS OF PROBLEMS AND ATTEMPTS TO IMPROVE IMPLEMENTATION.

(3) DELAYS IN RECRUITMENT OF EXPERTS ARE CON-

SIDERED TO BE A SERIOUS IMPEDIMENT TO IMPLEMENTATION; IN SOME CASES MORE SERIOUS THAN LACK OF COUNTERPART FUNDING. RES REP DOES NOT CONSIDER HOUSING AND ALLOWANCES IN GENERAL AS FACTORS AFFECTING IMPLEMENTATION BECAUSE HE BELIEVES UN FRINGE BENEFITS ARE AMONG THE BEST AND ARE INDEXED ON COST OF LIVING INDICES, QUESTIONNAIRES FILLED OUT BY PERSONNEL IN THE FIELD AND OTHER DATA. FOR AREAS WITH ESPECIALLY DIFFICULT LIVING CONDITIONS, HOUSING COULD BE A FACOTR, AND THE RES REP RECONGIZES THIS. FOR SUCH AN AREA IN PARAGUAY, HE HAS SUGGESTED THE PROVISION OF PRE-FABRICATED HOUSES.

G. PROJECT EVALUATION. SIX TRIPARTITE REVIEW WERE CONDUCTED IN 1974 AND TWO THUS FAR IN 1975. USAID/P HAS SEEN SOME OF THE REVIEW DOCUMENTS AND BELIEVES THEY ARE FAIRLY GOOD AT IDENTIFYING IMMEDIATE PROBLEMS. HOWEVER, THEY MAKE NO PROVISION FOR MEASURING PROGRESS AGAINST ANY BASE LINE NOR AGAINST ANY INTERMEDIATE TARGETS. RES REP HAS RECENTLY REQUESTED USAID PROVIDE MATERIALS RELATED TO AID'S PROJECT DESIGN AND EVALUATION METHODOLOGY IN ORDER TO IMPROVE ON THE UNDP SYSTEM. ONE MEMBER OF THE UNDP PROGRAM OFFICE ATTENDED AN AID/W PRESENTED PD&E SEMINAR HELD AT USAID/P LAST YEAR. WE CAN ONLY CONCLUDE THAT UNDP EVALUATION SYSTEM IS INADEQUATE IN THAT IT IS AD HOC, NOT QUANTIFIED AND RESULTANTLY IS ORIENTED TOWARD IMMEDIATE PROBLEMS OF IMPLEMENTATION RATHER THAN PROJECT DESIGN FAILURES.

H. WOMEN IN DEVELOPMENT.

(1) UNDP HAS NO PROJECTS IN PARAGUAY WHICH HAVE BEEN DESIGNED TO HAVE PARTICULAR IMPACT ON WOMEN. UNDP STAFF HERE REPORT THEY HAVE RECEIVED NO INSTRUCTIONS WITH RESPECT TO FOCUSING ATTENTION ON INTEGRATION OF WOMEN INTO THE DEVELOPMENT EFFORT.

UNCLASSIFIED

UNCLASSIFIED

PAGE 03 ASUNCI 01451 02 OF 02 161720Z

(2) OF A COMPLEMENT OF MORE THAN FIFTY INTERNATIONAL PERSONNEL PRESENTLY IN PARAGUAY ON UNDP RELATED ACTIVITIES, FOUR ARE WOMEN, TWO OF WHOM ARE IN THE UNDP ADMINISTRATIVE OFFICE. TO KNOWLEDGE OF UNDP STAFF, NO SPECIAL EFFORT IS BEING MADE TO RECRUIT FEMALE EXPERTS.

I. FOLLOW-UP WITH UN SYSTEM.

(1) ONE AREA CLEARLY NEEDING IMPROVEMENT IS EXPERT RECRUITMENT. RES REP INDICATES DELAYS OFTEN EXCEED ONE YEAR AND QUALITY OF PERSONNEL AT TIMES IS DISAPPOINTING. THIS LATTER PROBLEM COULD LIKELY BE

RESOLVED THROUGH REQUIRING THE PRESENTATION OF THREE OR FOUR CANDIDATES PER POSITION SO THAT HOST GOVERNMENT HAS A CHOICE. THIS SYSTEM WOULD ALSO PARTIALLY RESOLVE PROBLEM OF SLOW RECRUITMENT AS HOST GOVERNMENT COULD GIVE APPROVAL FOR MORE THAN ONE CANDIDATE IN ORDER OF PRIORITY. THEN IF, AT THE LAST MINUTE, FIRST CHOICE CANDIDATE IS UNABLE TO TAKE THE ASSIGNMENT, THE SECOND CHOICE COULD BE RECRUITED WITHOUT RETURNING TO HOST COUNTRY FOR APPROVAL.

(2) APART FROM FOREGOING, GENERAL CONCEPT OF UN ASSISTANCE PROGRAMS LEAVES MUCH TO BE DESIRED. MUCH OF THE ASSISTANCE PROVIDED BY UN AND RELATED AGENCIES, WHILE HITTING AT DISCRETE, NARROWLY DEFINED PROBLEM AREAS, DOES NOT APPEAR TO BE RESPONSIVE TO ANY OVERALL SYSTEM OF PRIORITIES. THERE IS NO EFFORT TO ASSESS THE RELATIVE BENEFITS OF INDIVIDUAL PROJECTS COMPARED TO DEMANDS WHICH THESE MAKE ON SCARCE PARAGUAYAN RESOURCES. WHILE THIS IS IN PART DUE TO THE ABSENCE OF ANY EFFECTIVE SYSTEM OF COORDINATION WITHIN THE GOVERNMENT OF PARAGUAY, IT IS ALSO DUE TO THE CONSIDERABLE AUTONOMY THAT EACH UN AGENCY ENJOYS, DESPITE THE INCREASED AUTHORITY RECENTLY ACCORDED TO THE RES REP. TO IMPROVE THE ENTIRE SYSTEM, IT SEEMS TO US THAT THERE IS AN URGENT NEED FOR IT TO OPERATE AGAINST THE BACKGROUND OF AN AGREED "COUNTRY PLAN" WHICH WOULD INCLUDE THE REGULAR PROGRAMS OF THE VARIOUS UN AGENCIES AS WELL AS THE PROGRAMS CARRIED OUT UNDER THE AUSPICES OF THE UNDP.

UNCLASSIFIED

UNCLASSIFIED

PAGE 04 ASUNCI 01451 02 OF 02 161720Z

SUCH A PLAN WOULD BE DEVELOPED, IF NECESSARY, BY THE UN ORGANIZATIONS THEMSELVES, IN THE ABSENCE OF A HOST COUNTRY PLAN. THE MERE LISTING OF TECHNICAL ASSISTANCE PROJECTS DOES NOT CONSTITUTE SUCH A PLAN.

WE RECOGNIZE THAT THE FORMULATION OF AN OVERALL "COUNTRY PLAN" WOULD BE A DIFFICULT TASK BUT, IN ITS ABSENCE, THERE IS ABSOLUTELY NO WAY OF DETERMINING FOR EXAMPLE WHETHER AN EXPENDITURE BY ICAO FOR AIRPORT COMMUNICATIONS IS OR IS NOT MORE IMPORTANT THAN THE ADDITION OF A FORESTRY EXPERT BY FAO. THERE ARE PRESENTLY SOME 67 UN-RELATED AGENCY TECHNICIANS IN PARAGUAY. THE PROVISION OF SPECIFIC COMMENTS ON INDIVIDUAL PROJECTS IS OF MARGINAL VALUE UNLESS THERE IS AN OVERALL BACKGROUND AGAINST WHICH TO JUDGE THEIR MERIT.

LANDAU

UNCLASSIFIED

NNN

Message Attributes

Automatic Decaptioning: X
Capture Date: 01 JAN 1994
Channel Indicators: n/a
Current Classification: UNCLASSIFIED
Concepts: REPORTS, CERP 0008, PROGRAM ASSISTANCE
Control Number: n/a
Copy: SINGLE
Draft Date: 16 APR 1975
Decaption Date: 01 JAN 1960
Decaption Note:
Disposition Action: n/a
Disposition Approved on Date:
Disposition Authority: n/a
Disposition Case Number: n/a
Disposition Comment:
Disposition Date: 01 JAN 1960
Disposition Event:
Disposition History: n/a
Disposition Reason:
Disposition Remarks:
Document Number: 1975ASUNCIO1451
Document Source: CORE
Document Unique ID: 00
Drafter: n/a
Enclosure: n/a
Executive Order: N/A
Errors: N/A
Film Number: D750133-0134
From: ASUNCION
Handling Restrictions: n/a
Image Path:
ISecure: 1
Legacy Key: link1975/newtext/t19750443/aaaabodk.tel
Line Count: 328
Locator: TEXT ON-LINE, ON MICROFILM
Office: ACTION IO
Original Classification: UNCLASSIFIED
Original Handling Restrictions: n/a
Original Previous Classification: n/a
Original Previous Handling Restrictions: n/a
Page Count: 6
Previous Channel Indicators: n/a
Previous Classification: n/a
Previous Handling Restrictions: n/a
Reference: 75 STATE 64907
Review Action: RELEASED, APPROVED
Review Authority: ShawDG
Review Comment: n/a
Review Content Flags:
Review Date: 02 JUL 2003
Review Event:
Review Exemptions: n/a
Review History: RELEASED <02 JUL 2003 by MarshK0>; APPROVED <28 JAN 2004 by ShawDG>
Review Markings:

Margaret P. Grafeld
Declassified/Released
US Department of State
EO Systematic Review
05 JUL 2006

Review Media Identifier:
Review Referrals: n/a
Review Release Date: n/a
Review Release Event: n/a
Review Transfer Date:
Review Withdrawn Fields: n/a
Secure: OPEN
Status: NATIVE
Subject: CERP 0008 - EVALUATION OF UN ASSISTANCE PROGRAMS
TAGS: EAID, PA, UNDP
To: STATE
Type: TE
Markings: Margaret P. Grafeld Declassified/Released US Department of State EO Systematic Review 05 JUL 2006